



DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS
WASHINGTON, DC 20350-2000

IN REPLY REFER TO

OPNAVINST 1000.16J
N121

JAN 6 1988

OPNAV INSTRUCTION 1000.16J

From: Chief of Naval Operations
To: All Ships and Stations (less Marine Corps field addressees not having Navy Personnel attached)

Subj: MANUAL OF NAVY TOTAL FORCE MANPOWER POLICIES AND PROCEDURES

Ref: (a) SECNAVINST 5312.10C (NOTAL)
(b) NAVPERS 15839I
(c) NAVPERS 18068F
(d) OPNAVINST 4860.7B (NOTAL)
(e) SECNAVINST 1001.37A
(f) SECNAVINST 5000.2B
(g) DOD Directive 5000.1 of 15 Mar 96 (NOTAL)
(h) OPNAVINST 5311.7 (NOTAL)
(i) OPNAVINST C3501.2J (NOTAL)
(j) OPNAVINST 1500.8M (NOTAL)
(k) OPNAVINST 5200.25C
(l) OPNAVINST 5450.171C (NOTAL)
(m) OMB Circular A-76 (NOTAL)
(n) Marine Corps Order 4860.3 (NOTAL)
(o) DOD Instruction 4100.33 of 9 Sep 85 (NOTAL)
(p) Total Force Manpower Requirements Handbook (NOTAL)
(q) DOD Directive 1200.7 of 6 Apr 84 (NOTAL)
(r) Total Force Manpower Management System (TFMMS) Coding Directory (NOTAL)
(s) OPNAVINST 3000.13A
(t) OPNAVINST 5700.7G (NOTAL)
(u) OPNAVINST 3111.14U (NOTAL)
(v) OPNAVINST 5450.169D (NOTAL)
(w) DOD Directive 1322.10 of 31 Aug 90 (NOTAL)
(x) Total Force Manpower Management System (TFMMS) Users' Manual (NOTAL)
(y) TFMMS Micro Manpower Change Application (TMMCA) Users' Manual with Practical Application (NOTAL)
(z) Enlisted Transfer Manual NAVPERS 15909F
(aa) OPM Handbook of Occupational Groups and Series (NOTAL)
(bb) FPM Supplement 512-1

Encl: (1) Manpower Requirements and Authorizations Procedures

1. Purpose

a. To implement reference (a) and provide policy guidance and procedures to develop, review, approve, and implement total force manpower requirements and authorizations for naval activities.

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b. To assign management responsibilities.

c. To change the name of the Navy's Efficiency Review (ER) Process and Navy Manpower Mobilization System (NAMMOS) to the Shore Manpower Requirements Determination Program (SMRDP).

d. This instruction is a complete revision and should be reviewed in its entirety.

2. Cancellation. OPNAVINST 1000.16H, OPNAVINST 5310.14D, and OPNAVINST 5310.18B.

3. Administration. The Chief of Naval Operations (CNO (N12)) has the authority, within the scope of this instruction, to issue additional policy or technical guidance to achieve the objectives of this instruction. Enclosure (1) contains detailed manpower procedures for determining manpower requirements and authorizations. The procedures set forth in this instruction will be followed unless otherwise approved by CNO (N12).

4. Total Force Manpower Requirements Determination. Total force includes peacetime and wartime, active and reserve military, civilians, and contractors.

a. General

(1) Manpower requirements provide the Navy a dynamic system for planning, programming, and budgeting total force manpower resources to support the operating forces and the shore establishment under peacetime and wartime conditions. The following programs establish manpower requirements:

(a) Ship Manpower Requirements Determination Program for Ship Manpower Documents/Fleet Manpower Documents (SMDs/FMDs).

(b) Aviation Manpower Requirements Determination Program for Squadron Manpower Documents (SQMDs), carrier air wings (CVWs), Sea Operational Detachments (SEAOPDET) Manpower Documents, and afloat aircraft intermediate maintenance departments (AIMDs).

(c) SMRDP.

(d) Individuals Account (IA) for non-force structure manpower.

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(2) Manpower requirements shall be based on directed mission, functions, and tasks (MFTs) and/or required operational capability/projected operational environment (ROC/POE) and reflected on the Activity Manpower Document (AMD). Workload shall be determined using industrial engineering or other justifiable techniques which yield accurate manpower requirements.

(3) Manpower requirements shall reflect the minimum quantity and quality of manpower required for peacetime and wartime to effectively and efficiently accomplish the activity's mission. Military quality information includes designator/paygrade, rating/rate, subspecialty (SUBSP), Additional Qualification Designation (AQD) and Navy Enlisted Classification (NEC) codes, which can be found in references (b) and (c).

(4) Manpower requirements shall not be determined for the purposes of acquiring the services of a particular individual or to accommodate an incumbent.

(5) The resource sponsor proposing or sponsoring changes in the acquisition of new ships, aircraft, systems, or changes in hardware has the explicit responsibility to define and program the associated manpower.

(6) The office proposing or sponsoring changes to shore MFTs or workload has the explicit responsibility to define and program manpower associated with the mandated functional change.

(7) Navy standard workweeks, as approved by the Deputy Chief of Naval Operations (Manpower & Personnel) (DCNO (M&P)) (N1), are key elements used in calculating manpower requirements.

(8) Manpower claimants shall identify manpower requirements as civilian unless justified as military essential. Manpower claimants shall rely on contractors to resource any new function not identified as military essential if it meets the criteria outlined in reference (d).

(9) Manpower claimants shall identify manpower requirements as military if the successful performance of duties requires a military incumbent for reasons of law, training, security, discipline, rotation, career progression, combat readiness, or military background.

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(10) Approved manpower requirements are the basis for programmed manpower authorizations and are given resource consideration by resource sponsors during Program Objective Memoranda (POM) development or Program Reviews.

(11) Manpower claimants may identify a manpower requirement as Selected Reserve (SELRES) if that manpower requirement meets the following criteria:

(a) Can be substantiated across any of the following requirements as outlined in reference (e): war or national emergency, contingency operations, military operations other than war (MOOTW), peacetime contributory support, humanitarian operations, full or partial mobilization (including pre and/or post mobilization), and at such other times as the national security may require, as stated in the Defense Planning Guidance (DPG), Navy's Capabilities and Mobilization Plan (NCMP), or the Department of the Navy Planning Guidance (DONPG), and

(b) is military essential.

(12) Before identifying new SELRES requirements, claimants must:

(a) Identify and justify the increase in workload and/or mission which drives the resultant increase in Reserve Personnel Navy (RPN) or identify a corresponding offset in Military Personnel Navy (MPN); and

(b) ensure SELRES requirements meet the military essentiality criteria.

(13) Manpower claimants shall identify enlisted manpower requirements needing only the military skills or experience of a given paygrade or NEC as petty officers (POs) or aviation petty officers (APOs).

(14) Civilian and contractor manpower requirements shall be reflected on the AMD at a minimum as full-time equivalents (FTEs). (Note: FTE equals 1 manpower work year.)

b. Fleet Manpower Requirements. In addition to the policies stated in paragraph 4a, the following policies are unique to the fleet. "Fleet" is defined as activities covered by the Ship and Aviation Manpower Requirements Determination Programs. The Navy Manpower Analysis Center (NAVMAC) shall develop and document, and CNO (N12) shall approve, total force manpower requirements for all fleet activities.

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c. Shore Manpower Requirements. In addition to the policies stated in paragraph 4a, the following policies apply to shore activities.

(1) Manpower claimants shall determine and approve total force manpower requirements for shore activities under direct Navy management control or chain of command and manpower requirements not covered by the Fleet Manpower Requirements Determination Process.

(2) Manpower claimants shall review, measure, and assess workload in terms of the activity's directed MFTs for peacetime and wartime. When published, manpower claimants shall use the standardized functions and associated workload indicators (WIs) to define manpower requirements. Peacetime MFTs shall reflect directed missions; wartime MFTs shall reflect changes in mission or workload as a result of mobilization.

(3) CNO (N12) retains approval authority from a management oversight perspective.

(4) Defense Management Review Decisions (DMRDs), Program Budget Decisions (PBD), Program Decision Memoranda (PDM), and other manpower and fiscal policy guidance and directives may impact the results of a planned manpower requirements determination effort. The shore manpower requirements determination process shall be applied to target out-year profiles so Navy manpower managers can consider infrastructure adjustments commensurate with force structure changes.

d. Non-Navy Controlled Activities. Manpower requirements for activities not under direct Navy management control or chain of command are justified by the executive agent having authority over those activities. Examples include Navy personnel assigned to the State Department, White House Staff, Office of the Secretary of Defense (OSD) agencies, joint activities, and the Offices of OSD and the Joint Chiefs of Staff (JCS).

e. IA

(1) The IA is for military personnel who are not considered force structure manpower and consists of two categories of personnel: (1) transients, patients, prisoners, and holdees (TPPH) and (2) students, trainees, cadets, and midshipmen.

(2) CNO (N12) shall use credible and statistically valid methods to forecast for each category of TPPH and students

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required, and update annually. CNO (N13) gathers data and prepares training requirements for the Future Years Defense Program (FYDP) and provides a copy to CNO (N12).

(3) Resource sponsors shall provide full funding for the student account to ensure adequate training resources are programmed.

f. Manpower Requirements for New Ships, Aircraft, Systems, and Equipment. CNO (N12) shall:

(1) Analyze, validate, and assess the supportability of manpower requirements associated with new acquisitions.

(2) Validate, monitor revisions, and update manpower estimates for new ships, aircraft, and systems throughout the defense system acquisition process, exercising approval authority over statements of manpower requirements and methodologies used to determine manpower requirements.

(3) Ensure manpower implications, including life-cycle costs, are adequately addressed in the Mission Needs Statements (MNS), Operational Requirements Documents (ORD), Analysis of Alternatives (AOA), and other documents required during the acquisition process.

5. Manpower Management. Manpower management is the methodical process of determining, validating, and using manpower requirements as a basis for budget decisions; determining manpower authorization priorities based on available funding and personnel inventory; and the ability to link all these factors together.

a. The Total Force Manpower Management System (TFMMS) is the single, authoritative data base for total force manpower requirements and active duty MPN/RPN manpower authorizations and end strength. (Note: The Defense Civilian Personnel Data System (DCPDS) will serve as the authoritative data base for civilian manpower authorizations.)

b. The AMD is the single authoritative source for an activity's statement of manpower requirements (SMR) and manpower authorizations allocated to perform assigned missions.

(1) AMD Change Requests shall be submitted when necessitated by approved changes to an activity's MFTs or ROC/POE, workload, and/or equipment; unbalanced authorization to

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end strength; or as directed by higher authority (i.e., changes driven by the DPG, budget, or program decisions).

(2) AMD Change Requests shall include detailed justification addressing all requested revisions. NAVMAC, when applicable, shall return AMD Change Requests that:

- (a) Are not balanced to level of aggregation (LOA),
- (b) allow any activity within the AMD Change Request to be unbalanced,
- (c) contain uncompensated requests, or
- (d) do not contain detailed justifications for additions, deletions, or changes to manpower requirements or authorizations.

(3) Manpower claimants shall not make changes to active duty military manpower authorizations that impact the execution or budget years without CNO (N12) approval.

c. Manpower Authorizations. Manpower requirements supported by resourcing or meeting other established criteria are said to be authorized. Military manpower authorizations, when aggregated to various Navy levels, form the basis for personnel and strength planning, recruiting, training, promotion, and personnel distribution.

(1) A manpower authorization cannot exist without a valid manpower requirement documented in TFMMS.

(2) Active duty military manpower authorization changes impacting distribution shall reflect an effective begin date on or after the projected requisition take-up month, unless otherwise directed by the respective Manning Control Authority (MCA).

(3) New manpower authorizations shall be established for a minimum time duration of a normal tour of duty for that activity.

(4) Manpower requirements shall be authorized with the same manpower quality (i.e., designator, paygrade, and rate) unless authorization compensation is not available or as directed by CNO policies.

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(5) E-3 or below non-designated striker manpower requirements shall not be coded as SELRES (i.e., General Detail (GENDET) Seaman (SN), Fireman (FN), or Airman (AN)).

(6) Civilian, contractor, and other (i.e., labor of opportunity) manpower authorizations are not required to be reflected on an activity's AMD.

d. Manpower Balancing. Manpower balancing is the matching of active duty and reserve (MPN/RPN) manpower authorizations to end strength (quantity (QUAN)/quality (QUAL)).

(1) Military manpower authorizations and end strength shall be kept in balance.

(2) End strength shall be managed to prevent erratic dips or spikes for any fiscal year (FY) period.

e. Compensation. Manpower claimants shall identify appropriate quantitative and qualitative compensation when revising the designator, paygrade, rate, or rating of existing active duty manpower authorizations. Manpower claimants shall resolve compensation issues prior to submission of AMD Change Requests. The following rules apply:

(1) Compensation can neither be stored nor accumulated.

(2) Manpower authorizations scheduled for deletion are not valid compensation.

(3) Manpower authorizations from fleet manpower requirements documents shall not be used as compensation for authorizing shore manpower requirements.

(4) Compensation must be from the same funding appropriation source (i.e., MPN, RPN, or Operation and Maintenance, Navy (O&MN)).

f. Programming and reprogramming

(1) Planning, Programming, and Budgeting System (PPBS). Decisions made as a part of PPBS result in the programming and reprogramming of manpower. Programming manpower includes adding or deleting end strength. Reprogramming manpower includes transferring end strength from one activity or LOA to another.

(a) CNO has the authority to reprogram end strength which may or may not be part of the PPBS cycle.

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(b) CNO (N12), to support PPBS, has the authority to disapprove reprogramming of end strength.

(c) CNO (N12) shall coordinate reprogramming of resources between resource sponsors, ensuring the existence of valid manpower requirements, prior to submission of the AMD Change Request.

(d) DCNO (M&P) (N1) shall implement all reprogramming decisions, as directed by higher authority, and advise manpower claimants and resource sponsors of these changes.

(e) Once execution and budget year manpower authorizations are fully balanced to programmed resources, only urgent requests for manpower reprogramming will be considered for modifying manpower authorizations for that year.

(f) Deletion of manpower authorizations shall be programmed with an effective date at the beginning of the FY.

(2) Reprogramming of Manpower from Combat to Support Units

(a) Combat manpower is associated with ships and aircraft squadrons, and support manpower is associated with shore activities. These terms are defined in terms of the placement of individual units and associated manpower within official Defense Mission Codes (DMCs) as reflected in the FYDP. Combat manpower is all manpower associated with units included in the Strategic Forces and General Purpose Forces DMCs. Support manpower is all manpower associated with units included in other categories.

(b) Resource sponsors and/or manpower claimants may reprogram manpower from support to combat units, and, with CNO (N12) approval, reprogram manpower from combat to support units.

g. Controlled Activities. End strength at certain activities and agencies is controlled by OSD. These include Navy Foreign Intelligence Program (NFIP), special operations forces, Defense Health Programs, defense agencies, joint activities, and Defense and Navy Working Capital Funds (DWCF/NWCF) (previously Defense Business Operating Fund (DBOF)). Resource sponsors and claimants may move end strength within controlled activities and agencies as long as they stay within the same program element (PE) and Activity Group/Sub-Activity Group (AGSAG). Moving end strength to different PEs and AGSAGs or from controlled to non-controlled areas shall only be accomplished through programming

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and budgeting. End strength changes to these controlled activities cannot be made without approval from CNO (N12). As a matter of policy, changes outside the programming and budgeting process will not be approved.

6. Change Procedures. Proposed changes that will make this manual more readily understood and useful at the activity level are strongly encouraged and may be submitted by activities or individuals. Changes should indicate the exact words, sentences, and paragraphs, etc., proposed for revision. Submit proposed changes via the chain of command to:

NAVY MANPOWER ANALYSIS CENTER
5820 NAVY ROAD
MILLINGTON TN 38054-5011

7. Reports. The reporting requirements contained in this instruction are exempt from reports control by SECNAVINST 5214.2B.



D. T. OLIVER
Vice Admiral, U.S. Navy
Deputy Chief of Naval
Operations (Manpower and Personnel)

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